

**HAYWOOD COUNTY
EMERGENCY OPERATIONS PLAN BASIC PLAN**

I. PURPOSE

This plan predetermines actions to be taken by the government agencies and private organizations of Haywood County to reduce the vulnerabilities of people and property to disaster, and establish capabilities to respond effectively to the actual occurrence of a disaster.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. General description of area. Haywood County is located in North Carolina Emergency Management Area 14 and FEMA Region IV. Its geographic location is in the western section of the State. It is bound on the East by Buncombe and Madison Counties, on the South by Transylvania and Jackson Counties, on the North by Cocke County, Tennessee and on the West by Eastern Band of Cherokee Indian Reservation (reference APPENDIX 3, COUNTY MAP). The current population of the County and municipalities within the County is approximately 56,000. The peak population during the summer months is estimated at 100,000. The total area of the County is 560 square miles.
2. The major traffic arteries are:
 - a. U.S. Highway 19, East and West
 - b. Interstate 40, East and West
 - c. U.S. Highway 23/74, East and West
3. Railroads: Southern Railway runs East and West through the municipalities of Waynesville, Clyde and Canton.
4. Airports: There are no airstrips located in Haywood County.
5. Gas or fuel pipelines: Underground Natural Gas runs throughout each of the municipalities, and some rural areas.
6. The County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Potential hazards (natural, technological, and national security) by priority are:
 - a. Severe Winter Storms
 - b. Severe Thunder Storms
 - c. Major Fires (Urban and Forest)
 - d. Electrical Power and Communications Failure
 - e. Hazardous Material Incidents
 - f. Mass Casualty/Transportation Accidents
 - g. Flooding
 - h. Landslides
 - i. Drought
 - j. Tornados
 - k. Terrorist Attack and Civil Disturbance
 - l. Dam Failure
 - m. Earthquakes

7. Direction and control of normal day-to-day emergencies are performed by senior on-scene emergency response personnel (i.e. law enforcement, fire, rescue, EMS) in accordance with local ordinances, policies and procedures.
8. The towns of Waynesville, Canton, Clyde and Maggie Valley within the county may exercise direction and control of resources assigned to their jurisdictions by the County EOC. Requests for state or federal resources will be requested through the County EOC.
9. The county Emergency Operations Center (EOC) provides a centralized county wide direction and control point for emergency response activities. EOC activation is desirable when one or more of the following situations occur:
 - a. There exists an imminent threat to the public safety/health on a large scale.
 - b. An incident involving a multi-agency/multi-jurisdiction response to resolve or recover from the emergency situation.
 - c. Local resources are inadequate or depleted and out-of-county, state or federal resources must be ordered to resolve or recover from the emergency situation.
 - d. The incident affects multiple political jurisdictions within the county, which will need the same emergency resources to resolve or recover from the emergency situation.
 - e. Local emergency ordinances are implemented to assist in the resolve or recovery from the emergency situation.
10. The primary county (EOC) is located at the Haywood County Courthouse Annex in the town of Waynesville.
11. In the event the primary EOC is inoperable, an alternate EOC will be established in the Haywood County Sheriff's Office.
12. The EOC will normally initiate notification and warning.
13. Broadcast media will be relied upon to assist in the dissemination of warning to the general public.
14. Telephone, fax, Internet, paging and radio communications will be used to notify public officials, EOC staff, emergency personnel and others as required.
15. Emergency services vehicles are available for warning the general public.
16. Numerous out-of-county local, state and federal law enforcement resources are available to support law enforcement agencies within the county.
17. Numerous out-of-county local fire service resources are available to support fire service agencies within the county.
18. During some emergency incidents there may be a need for manpower and equipment to remove road obstructions and debris to allow access of emergency services and utilities vehicles.
19. Depending on the nature of the emergency incident or disaster, affects may include general health problems, traumatic injuries, communicable diseases, contamination of food and water as well as mental health ailments.
20. Several types of emergency incidents and disasters may require evacuation of part or parts of the county.
21. A hazard and demographic analysis has been completed which identifies the types threats, areas and the population in the county that are most vulnerable to those threats. Facilities and populations that pose special problems have also been identified.
22. Large-scale incidents or disasters may require the rapid evacuation of hospitals, nursing homes and non-ambulatory populations.
23. Shelters for the public may be needed during some types of emergency incidents.

24. An initial damage assessment will provide a basis for the determination of actions, resources needs, establishment of priorities for the recovery effort after the response phase of an incident or disaster.

B. Assumptions

1. It is necessary for the Haywood County to plan for and to carry out disaster response and short-term recovery operations utilizing local resources. It is likely that local resources will become overtaxed and over worked during many of these disasters. It also likely that outside assistance and resources will be available in most major disaster situations affecting the county.
2. Officials of the county are aware of the possible occurrence of an emergency or major disaster; their responsibilities in the execution of this plan and will fill these responsibilities as needed.
3. Implementation of this plan will reduce or prevent the loss of lives and damage to property.
4. The county EOC facility and equipment is adequate for coordinating countywide incidents and disasters.
5. Sufficient policies and procedures have been developed to effectively direct and control disaster response and recovery operations. The county has a policy, and has adopted the Incident Command System (ICS) as described by the National Incident Management System.
6. Emergency response and county leadership personnel have been trained and are efficient in using the Incident Command System.
7. Emergency operations and coordination at all levels of government will be carried out according to the plans, procedures and policies adopted by the county.
8. Communication systems will withstand the effects of a disaster.
9. Current forms of warning will provide sufficient warning to the public in many types of incidents or disasters.
10. Local print and broadcast media will cooperate in broadcasting and publishing detailed disaster related instructions to the public.
11. The demand for information will be very heavy. Sufficient staff will be trained and provide to meet the demand.
12. Existing fire, law enforcement, EMS and rescue resources will be able to cope with most emergency incidents. Additional resources will be available from out-of-county local, state and federal resources when required.
13. The public works agencies of the towns of Waynesville, Canton, Clyde, Maggie Valley, Lake Junaluska and the Haywood County have a limited but immediate capability to provide debris removal, restitution of essential utilities and shelter maintenance.
14. A large-scale emergency may result in increased demands on hospitals, EMS, health and medical resources.
15. People other than medical personnel will transport many of the injured to medical facilities.
16. Out-of-county medical, health and mortuary services resources will be available through area and regional mutual aid agreements.
17. When local resources can no longer meet the demand of the situation. State agencies will provide additional recourses.
18. Sufficient warning time will normally be adequate to evacuate the threaten population.
19. Evacuation transportation will principally by private vehicle.
20. Particular areas of the county or special populations will need additional time to accomplish evacuation. They also may need transportation or special transportation.
21. The public will both receive and understand official information related to evacuation. The public will act in its own interest and will evacuate threaten areas.

22. Most evacuees will seek shelter with relatives or friends rather than accept public shelter.
23. Some residents may refuse to evacuate regardless of warnings.
24. Sufficient in-county sheltering exists to meet the needs of an evacuation during emergencies or disaster.
25. Implementing damage assessment procedures will expedite relief and assistance for those adversely affected.

III. CONCEPT OF OPERATION

A. General

1. As required by General Statutes 166A-2, it is the responsibility of County government to protect life and property from the effects of hazardous events.
2. The County Emergency Operating Center (EOC) will be staffed and operated as the situation dictates.
3. The senior elected official or the designee of the jurisdiction is responsible for evacuation and shelter activation as necessary.
4. The primary Emergency Alert System (EAS) stations are **WKSF-FM** radio located in Asheville, North Carolina. The Chairman of the County Commissioners, or his/her representative, will be in contact with **WKSF-FM** during times of emergency.
5. As the emergency situation develops, the senior elected official or the designee of the jurisdiction may declare a State of Emergency to exist within the jurisdiction (or a part thereof) and begin implementing emergency procedures. (Reference ATTACHMENT 1 TO APPENDIX 5, PROCLAMATION OF A COUNTY STATE OF EMERGENCY).
6. The Chairman of the County Commissioners, assisted by the County Manager and County Emergency Services Director, will coordinate and control county resources and advise municipalities of needs or progress.
7. Termination of a State of Emergency shall be declared by the authority who proclaimed the state of emergency. (Reference ATTACHMENT 2 TO APPENDIX 5, PROCLAMATION TERMINATING A COUNTY STATE OF EMERGENCY).
8. When a disaster overwhelms the capability of local and state resources, the resources of the federal departments may be needed. The county will request assistance and resources through their Area Emergency Management Office. If state resources have been exhausted, the state will arrange to provide the needed resources using the Emergency Support Functions as describes in the Federal Response Plan.

B. The Four Objectives of Comprehensive Emergency Management

1. **Mitigation.** Mitigation activities are those designed to either prevent the occurrence of an emergency or minimize the potentially adverse effects of an emergency. Some mitigation activities include development of public health and zoning/building code ordinances and enforcement of those regulations on a day-to-day basis.
2. **Preparedness.** Preparedness activities, programs, and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.
3. **Response.** Response activities and programs are designed to address the immediate effects of the onset of an emergency or disaster and help to reduce casualties, damage, and to speed recovery. Response activities include direction and control, warning, evacuation, mass care, and other similar operations.
4. **Recovery.** Recovery activities involve restoring systems to normal. Short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards. Long-term recovery actions may continue for many years.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. Most of the departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining their own emergency management procedures. Specific responsibilities are outlined below under the section entitled Responsibilities as well as functional annexes and hazard specific checklists. Responsibilities for certain organizations, which are not a part of local government, are also presented. Reference APPENDIX 1, ORGANIZATIONAL STRUCTURE.

B. Responsibilities

1. Chairman, County Commissioners
 - a. Carry out appropriate provisions of state general statutes, in addition to local ordinances relating to emergencies.
 - b. Declare an emergency at the county level and provide strategy and policy for emergencies.
2. County Manager
 - a. When directed, act on behalf of the Chairman, County Commissioners during emergency operations.
 - b. Ensure that financial records of expenditures are kept during emergencies.
 - c. Ensure county agencies develop and continually update emergency plans and Standard Operating Procedures (SOPs) to respond to emergencies.
 - d. Ensure that exercises and tests of the emergency systems are conducted on a periodic basis.
 - e. Ensure that representatives for the EOC staff are designated (e.g. Radiological Officer, Health Director, Information Officer, etc.) to report to the EOC upon activation.
3. Emergency Services Director
 - a. Perform assigned duties according to state statutes and local ordinances.
 - b. Responsible for planning in accordance with Federal and State guidelines and the coordination of emergency operations within the jurisdiction.
 - c. Establish and equip the County Emergency Operating Center (EOC) to include primary and backup radio communications (fixed and mobile) and provide for operations on a continuous basis as required.
 - d. Alert and activate, as required, the County Emergency Management organization when informed of an emergency within the county.
 - e. Coordinate exercises and tests of the emergency systems within the jurisdiction.
 - f. Receive requests for assistance from municipalities within the county and direct aid to areas where needed.
 - g. Maintain administrative records as required.
 - h. Ensure adequate training for the emergency management organization.
 - i. Ensure necessary information and reports are issued on schedule.
 - j. Recruit and insure training of radiological and disaster analysis staff.
 - k. Maintain liaison with utility companies to arrange for backup water, power, and telephone service during emergencies.
 - l. Maintain current list of available resources.
 - m. Ensure that narrative and operational journals are kept during the emergency.

4. Public Information Officer
 - a. Maintain current inventories of public information resources.
 - b. Prepare procedures for the conduct of public information services during disasters.
 - c. Coordinate all media releases pertaining to emergency planning and operations.
 - d. Provide for rumor control and emergency instructions.
 - e. Develop media advisories for the public.
 - f. Provide emergency information materials for the public including non-English speaking groups.
5. Sheriff
 - a. Plan for conducting law enforcement operations and traffic control throughout the county during disasters.
 - b. Develop mutual aid agreements.
 - c. Provide security for the EOC personnel and equipment.
6. Fire Marshal
 - a. Plan for the coordination of fire fighting operations throughout the county in time of disaster.
 - b. Develop mutual aid agreements.
7. County Emergency Medical Services Manager
 - a. Plan for coordination of ambulance and rescue activities throughout the county during disasters.
 - b. Develop mutual aid agreements.
 - c. Coordinate with hospital disaster coordinator on use of medical facilities within the county for mass casualty incidents.
8. Social Services Director
 - a. Plan for coordination of social services operations during disaster.
 - b. Coordinate emergency activities during response and recovery with American Red Cross, Salvation Army, and other volunteer organizations to include shelter, feeding, and clothing.
 - c. Develop mutual aid agreements.
 - d. Coordinate with medical/health care facilities (e.g. nursing homes; rest homes, etc.) to insure development of emergency procedures in conjunction with appropriate agencies.
 - e. Establish economic stabilization operations to include food rationing and price stabilization.
9. Communications Coordinator
 - a. Plan and direct communications and warning systems, including two-way radio systems throughout the county, describing methods and nets of communications between EOC, field forces, shelter facilities, adjacent jurisdictions, and area/State EOC.
 - b. Disseminate warning information.
 - c. Operate message center at the county EOC.
10. County Maintenance Director
 - a. Plan for emergency repair and restoration of county roads, vital facilities, and utilities during disasters.

- b. Assist with debris removal.
 - c. Plan for shelter marking and shelter upgrading.
- 11. Health Director
 - a. Develop procedures for emergency public health operations including mental health care.
 - b. Plan for inspection of food and water in shelters and issuance of instructions for decontamination, distribution, and usage.
 - c. Conduct sanitation inspections of shelters.
- 12. Medical Examiner
 - a. Respond to notifications of fatalities from local authorities and establish an adequate morgue.
 - b. Supervise the location and transportation of the remains of the deceased.
 - c. Certify the causes of death of the deceased victims and issue death certificates.
 - d. Notify next-of-kin and release the remains and personal effects to proper representatives.
 - e. Issue press releases in conjunction with the Information Officer.
- 13. Radiological Officer
 - a. Develop a Radiological Protection System for the county and provide a radiological decontamination capability.
 - b. Establish a radiological protection-reporting network.
- 14. Purchasing/Finance Officer
 - a. Plan for procurement of resources for emergency purposes including critical facilities.
 - b. Develop financial accounting record procedures for agencies to report their emergency expenses.
 - c. Develop a cost analysis procedure for all incidents.
- 15. Damage Assessment Officer
 - a. Coordinate disaster assessment teams conducting field surveys.
 - b. Collect data and prepare damage assessment reports.
- 16. Superintendent of Schools
 - a. Support transportation operations during evacuation and return.
 - b. Provide support personnel (school, nurses, counselors, bus drivers).
 - c. Support and make available facilities to be utilized as shelters.
 - d. Assist in planning for transportation of county residents in a disaster, including special population groups (handicapped; elderly. etc.)
 - e. Coordinate transportation operations and keep EOC advised of status.
- 17. American Red Cross Liaison
 - a. Provide disaster relief services in accordance with American Red Cross Regulations and Procedures as described and detailed in the current American Red Cross 3000 Series.
 - b. Provide support personnel in accordance with current ARC 3000 Series.
 - c. Initiate disaster relief services based upon a verified need determined by Red Cross Survey/ Damage Assessment Teams.

- d. Request disaster relief services and/or necessary resources from outside the chapter territory as determined and verified by American Red Cross Survey/Damage Assessment Teams.
- 18. Haywood County United Way
 - a. Coordinate and manage all forms of donated goods offered and/or needed during a disaster.

V. DIRECTION AND CONTROL

- A. Direction and Control provides for an efficient response to an emergency by coordinating all response and recovery activities through one central location. The Emergency Operating Center (EOC) is the base of operation for all emergency management activities for the county. Members of the Emergency Management organization will be familiar with plans and procedures to cope with an emergency. The Chairman, County Commissioners, or designee will decide whether to activate the EOC. The overall strategy and policy of emergency activities in a crisis situation is vested with the Chairman of the County Commissioners.
- B. Upon declaration of an emergency or attack warning, the Chairman of County Commissioners, County Manager, and Emergency Services Director will operate from the EOC.
- C. Initially, emergency operations will be conducted locally with little or no outside assistance or coordination.
- D. On-site direction and control will be established by the senior officers of the emergency services having primary responsibility for the situation utilizing the Incident Command System as described by the National Incident Management System.

VI. CONTINUITY OF GOVERNMENT

- A. General
 - 1. The possibility that emergency and disaster occurrences could result in disruption of government functions necessitates that all levels of local government and their departments develop and maintain procedures to ensure continuity of government. These procedures will name who will be the decision-makers if an elected official or department head is not available.
- B. Line of Succession
 - 1. The line of succession of the County Board of Commissioners proceeds from the chairman to the members of the board in accordance with County policy.
 - 2. Lines of succession for the Emergency Services Director and department/agency heads with emergency responsibilities are shown in the appropriate annexes.
- C. Preservation of Vital Records
 - 1. It is the responsibility of the elected officials to insure that all legal documents of both a public and private nature recorded by designated officials be protected and preserved in accordance with existing laws, statutes, and ordinances.
 - 2. Each department/agency is responsible for the preservation of essential records to ensure continued operational capabilities.
- D. Relocation of Government
 - 1. The County provides for the relocation of the governing body to the EOC during times of emergency if necessary.
 - 2. If the primary EOC is determined inoperable, the governing body will relocate to the alternate EOC facility as needed.

VII. ADMINISTRATION AND LOGISTICS

- A. General
 - 1. The Emergency Services Communications Center operates continuously 24 hours per day and is administered by the Haywood County Emergency Services.

2. The operational readiness of the EOC and the Communications Center is the responsibility of the Emergency Services Director.
- B. Records and Reports
1. County and town governments must maintain records of expenditures and obligations during emergency operations.
 2. Narratives and operational journals of response actions will be kept.
- C. Consumer Protection - Consumer complaints pertaining to allege unfair or illegal business practices during emergencies will be referred to the State Attorney General's Consumer Protection Division.
- D. Non-Discrimination
1. There will be no discrimination on grounds of race, color, religion, nationality, sex, age, or economic status in the execution of disaster preparedness disaster relief and assistance functions.
 2. This policy applies equally to all levels of government, contractors, and labor unions.
- E. Agreements and Understandings
1. Agreements and understandings must be entered into by duly authorized officials and should be formalized in writing whenever possible prior to emergency situations.
 2. Should local government resources prove to be inadequate during emergency operations, requests for assistance will be made to other jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings. Requests for state or federal resources must be made to the Emergency Operations Center through the Area Emergency Management Office .
 3. Organizations tasked with responsibilities in the implementation of this plan are responsible for providing their own administrative and logistical needs and for the preparation and maintenance of a resource list for use in carrying out their emergency responsibilities.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The County Manager will insure development and an annual review of this plan is conducted by all officials involved. He/She will coordinate necessary revision efforts that shall include review of those portions of the plan actually implemented in an emergency.
- B. This plan shall be exercised in accordance with the Federal Emergency Management Agency (FEMA) five-year exercise plan to insure a readiness posture for those who have an emergency responsibility.

IX. AUTHORITIES AND REFERENCES

- A. The following listed authorities and references were consulted to support this plan:
 1. Disaster Relief Act of 1974 (Public Law 93-288), as amended by public Law 100-707.
 2. National Security Decision Directive #259, U. S. Civil Defense, February 4, 1987.
 3. N. C. General Statutes, Chapter 166A.
 4. State of North Carolina Executive Order 73, North Carolina Emergency Management Program, April 1988.
 5. N.C. General Statutes 115C-242 (6)
 6. N.C. General Statutes Article 36A of Chapter 14.
 7. State of North Carolina Executive Order 43.
 8. N.C. General Statutes 147-33.
- B. The following listed authorities are included as appendices to this plan:
 1. Haywood County Emergency Management Ordinance (Reference APPENDIX 3).
 2. Haywood County State of Emergency Ordinance (Reference APPENDIX 4).

3. Local Mutual Aid Agreements and Understandings (Reference APPENDIX 5).
4. State of North Carolina Executive Order 73, North Carolina Emergency Management Program, April, 1988